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Country Overview

Population: Prior to the genocide and mass exodus, the population of Rwanda was approximately 7.5 million, of whom 15% were Tutsi with the remaining majority Hutu. The widespread violence resulted in up to what some estimate at one million deaths (mainly Tutsis), 2.2 million people becoming refugees outside the country, and one million internally displaced (IDPS). There has also been a recent influx of "old" refugees, many of whom went into exile over 30 years ago (these are often called "fifty-niners", for the year they began mass emigrations).

Government: The present Government of Rwanda gained power through military victory in July 1994. The GOR installed a new multiparty parliament, but the former ruling party was excluded. The RPA's predominant role in the new Government and reports of RPA attacks on Hutus have caused donors to resume bilateral aid cautiously.

Refugees: The most critical problems facing Rwanda at the present time stem from the refugee situation. To achieve stability, it is important that refugees and dislocated persons return to conditions where governance exists and the framework for the rule of law prevails. The issue of land tenure is also serious as "old" and "new" refugees compete for the same land and property.

Security: UNAMIR is essentially at full strength, with over 5,500 troops and over 400 observers and police. RPA soldiers have denied UNAMIR access to sites in a few cases, and UNAMIR/RPA relations have been tense at times. As of December, 1994, there were 62 UN human rights monitors in place, with 100 more to arrive sometime in January, 1995. To forestall forced camp closures, UNAMIR, key GOR ministries, and relief officials put together a multistage plan for progressive, orderly and voluntary return of the displaced to their homes. As part of this plan, Operation Retour began December 28, 1994. About two million refugees remain outside the country, unwilling to repatriate because of intimidation and violence practiced by the forces of the former Rwandan army and Hutu extremist to keep people in the camps.

Strategic Concerns

1. **Address genocide.** Rwanda is emerging from one of the most horrific seasons of killing witnessed this century. Genocide is a crime against humanity and, as such, triggers an internationally

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legal global response through the United Nations.

2. It is in the interest of the United States to assist the new government rebuild in order to prevent yet another massive humanitarian relief effort to Rwanda. Since the onset of the crisis, over \$100 million in USAID funds have been channeled to Rwanda.

3. Related to humanitarian concerns and costs, it is also within the United States interest to have a stable, economically productive Africa. The Rwanda crisis has had a spillover effect throughout east and central Africa. The massacres of Tutsis in Rwanda have emboldened hardliners from the former government in Burundi, mainly Tutsis, to withdraw from the democratically-elected, predominantly Hutu government. This has paralyzed the Burundi government, added to the fragile insecurity, and negatively affected the nascent economy. A disorderly Rwanda further destabilizes Zaire. Presently 1.6 million Rwandans are refugees outside their country, most of them in Zaire. Despite its multiple problems, Zaire is a strategic country in Africa due to its size, natural resources, key minerals, and position. The refugee camps in Zaire are unsustainable and must be addressed for stability to return to east and central Africa.

4. The United States is not the lead donor in Rwanda. However, the principle of the USG leveraging power is very important to the rebuilding of Rwanda. Our leadership in contributing \$2.5 million to clearing the \$9.5 million of World Bank arrearage was an incentive to other countries to make contributions.

Program Summary and Strategy Objectives

1. Humanitarian Assistance/Disaster Relief

United States response to this large-scale crisis has been predominantly in the form of humanitarian aid. Food for Peace (FFP) and the Office of Foreign Disaster Assistance (OFDA), within The Bureau of Humanitarian Response (BHR), directs such aid.

OFDA: A Disaster Assistance Response Team (DART) was dispatched on May 25, 1995 to coordinate and facilitate the USG disaster response. \$51 million has since been obligated to NGOs, the International Committee of the Red Cross (ICRC) and UN agencies. Issues addressed by these organizations include: rehabilitation of water and sanitation services; agricultural revitalization and emergency medical care. Programmed for FY 1995 is an additional \$30 million for these and other relief measures.

FFP: Since the outbreak of crisis last April, FFP has contributed nearly \$60 million in food aid to Rwandan displaced persons and refugees. An additional \$33 million is programmed for FY 1995.

Office of Transition Initiatives (OTI): \$750,000 of funds from the

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Office of Transitional Initiatives have been committed to the UN Human Rights Monitoring Program. The program is aimed to establishing confidence inside Rwanda for the repatriation of refugees. This, in turn, will increase National Security. An additional \$100,000 is being provided to the National Peace Corps Association, an organization serving Returned Peace Corps Volunteers, to provide a training program for the monitors.

2. Sustainable Development

Development in Rwanda depends foremost on the re-establishment of public security and the creation of an environment which facilitates the resumption of a functioning society. With this as a premise, most development assistance is currently being channeled to activities that may broadly be classified as Democracy Initiatives and Governance (DIG).

(a) \$600,000 has been disbursed to the Ministries of Justice and Interior to provide critically needed office equipment and vehicles. USAID/Uganda is handling the procurement process on an expedited basis.

(b) \$3.4 million of FY94 funds re-allocated to help refurbish key Government of Rwanda ministries and to assist them in providing crucial services to the Rwandan populace. These funds can be considered as the first tranche for DIG activities of FY95.

(c) Up to \$4 million of FY95 funds allocated to DIG activities. In selecting specific projects, consideration is now being given to a proposal which focuses on the Justice system. This proposal has three elements:

(1) technical assistance to the Minister of Justice and his top aides in resuming critically needed services and instituting a new, streamlined system;

(2) provision of foreign jurists to help with the handling of civil law cases;

(3) provision of alternative-dispute-resolution specialists to work with civic groups and community leaders.

USAID is not in a legal position to fund the National Commission, created by the Ministry of Justice of Rwanda, which will address the 10,000 individuals who are in prison without trial. However, the \$1 million contribution to the International Tribunal indicates our commitment to addressing the crucial issues of justice and human rights. Through ESF funds, the U.S. is providing \$1 million to support the operations of the International War Crimes Tribunal. State/IO and State/AF are each providing \$500,000 (with the AF share coming from the ESF account). The details of this operation are still pending and more donors are needed.

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In addition to DIG activities, at least \$1 million of FY95 funds are to be allocated to much-needed Child Survival/Orphan projects.

The \$2.5 million grant for payment of World Bank arrears is an important contribution to economic recovery in Rwanda. As of 12/22/94, the "critical mass," of payments had been made (Dutch, Norwegian, Swiss, Belgian) making World Bank disbursement proximate. The Bank is scheduled to disburse \$40 million of assistance to the Government of Rwanda and may release up to an additional \$60 million in restructured project assistance. Both the efficiency of the GOR in complying with conditions set forth by AID and the efficiency of AID in obligating and transmitting funds is encouraging.

Strategic Objectives

While USAID considers DIG activities as a necessary first step, reaching long term development objectives requires an integrated multi-sector approach. The task of rebuilding Rwandan society suggests priorities for USAID. In descending order of importance and timing of implementation the following may be considered as Strategic Objectives:

- (1) the establishment of new civil norms and rules at the local and national level to permit effective democratic governance;
- (2) the reconstruction and rehabilitation of Rwanda's economy
- (3) increased use of modern contraception
- (4) increased regional economic integration to augment the flow of commerce between Rwanda and its neighbors. Except for the priority on reintegration and rehabilitation, these strategic objectives correspond to USAID strategic objectives before the tragedy began.

Field Support of USAID Activity

Much of the strength of USAID operations stems from the highly functional field offices that are maintained. Three permanent U.S. Direct Hires will staff the Rwanda Office in Kigali. For efficiency reasons, this office is to be under the administration of the Joint Burundi/Rwanda mission, situated in Bujumbura, Burundi. Eight USDH will be to staff the Bujumbura Office. They will contribute to Rwanda efforts on an as-needed basis.

Program Impact to Date

The ongoing humanitarian response is generally regarded as highly successful. Many thousands of lives have been saved. Assistance has been targeted such that it does not contribute to heightened conflict and does complement long-term development strategy. For example, agricultural support (seeds, tools) accompanies emergency food aid to provide food security for

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Rwandans. The needs of refugees in camps have been addressed, but the long-term goal of re-settling refugees is as much a focus of USAID attention.

Strategic Objectives from the pre-crisis period remain in place, but funding has been shifted to reflect new priorities. The goal of the current program is to help establish a functional, sound and representative government. We expect to see the impact of our assistance with World Bank arrears in February when the Bank is scheduled to release significant development assistance to the Government of Rwanda. The other activity to report to date is the re-furbishing of Government Ministries, which is in process.

Donor Coordination

Donor coordination of relief efforts has been carried out by the United Nations Department of Humanitarian Affairs (DHA), also referred to as the United Nations Rwanda Emergency Office (UNREO) in Rwanda. From several locations within and around Rwanda, UNREO provides general and strategic information to the NGO community and to UN agencies. Reports from DART team members indicate that donor-coordination efforts were reasonably effective given the complexity of the task.

Efforts to assure donor coordination of development assistance are under way. The United Nations Development Programme (UNDP) and the Government of Rwanda are holding a Round Table Conference in Geneva January 18-19, 1995. USAID's Assistant Administrator for Africa, John Hicks, will be heading the U.S. Delegation. This is the principal forum for donor coordination. On January 17, 1995, the Friends of Rwanda, formally known as the Rwanda Operational Support Group (ROSG), a State-sponsored forum for addressing Rwanda's urgent political, security and assistance issues, meets January 17, also in Geneva.

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RWANDA FY 1993-94 RESOURCE LEVELS (\$,000)

as of January 10, 1995

Projects/Programs	FY 93 Approved	FY 94 Estimate	FY 95 Estimate
I. 696-0110 Farming Systems Research	1,164	0	0
696-0122 Cooperative Credit and Training	306	0	0
696-0126 Agri Survey Policy Analysis	1,221	0	0
696-0127 Policy Reform Initiative In MFG & Employ	250	244	0
696-0128 Maternal Child Health/Family Planning II	2,000	2,000	0
696-0129 Natural Resource Management (PVO)	2,920	2,500	0
696-0130 Program Development & Support	626	500	0
696-0133 Democratic Initiatives	200	3,200	4,000
696-0134 Integrated MCH/FP	450	3,100	0
696-0135 Product & Mktg Policy Reform (AEPRP) NPA	10,000	0	0
696-0136 PVO Support Project (PA)	225	2,170	0
696-0141 Support for Economic Reforms	0	5,500	0
696-0143 Budget Reform Program Assistance	0	7,000	0
696-0148 Assistance to Displaced	1,400	1,000	1,000
936-3057 Central Contraceptive Procurement	401	0	0
936-5972 Aid Technical Support	0	0	0
II. Development Fund for Africa Sub-total	21,163	27,214	5,000
Economic Support Funds	0	0	3,000
Foreign Disaster Assistance	15,812	51,000	30,000
Food Aid	0	60,000	33,000
TOTAL ASSISTANCE	36,975	138,214	71,000
U.S. Direct Hire Staff			

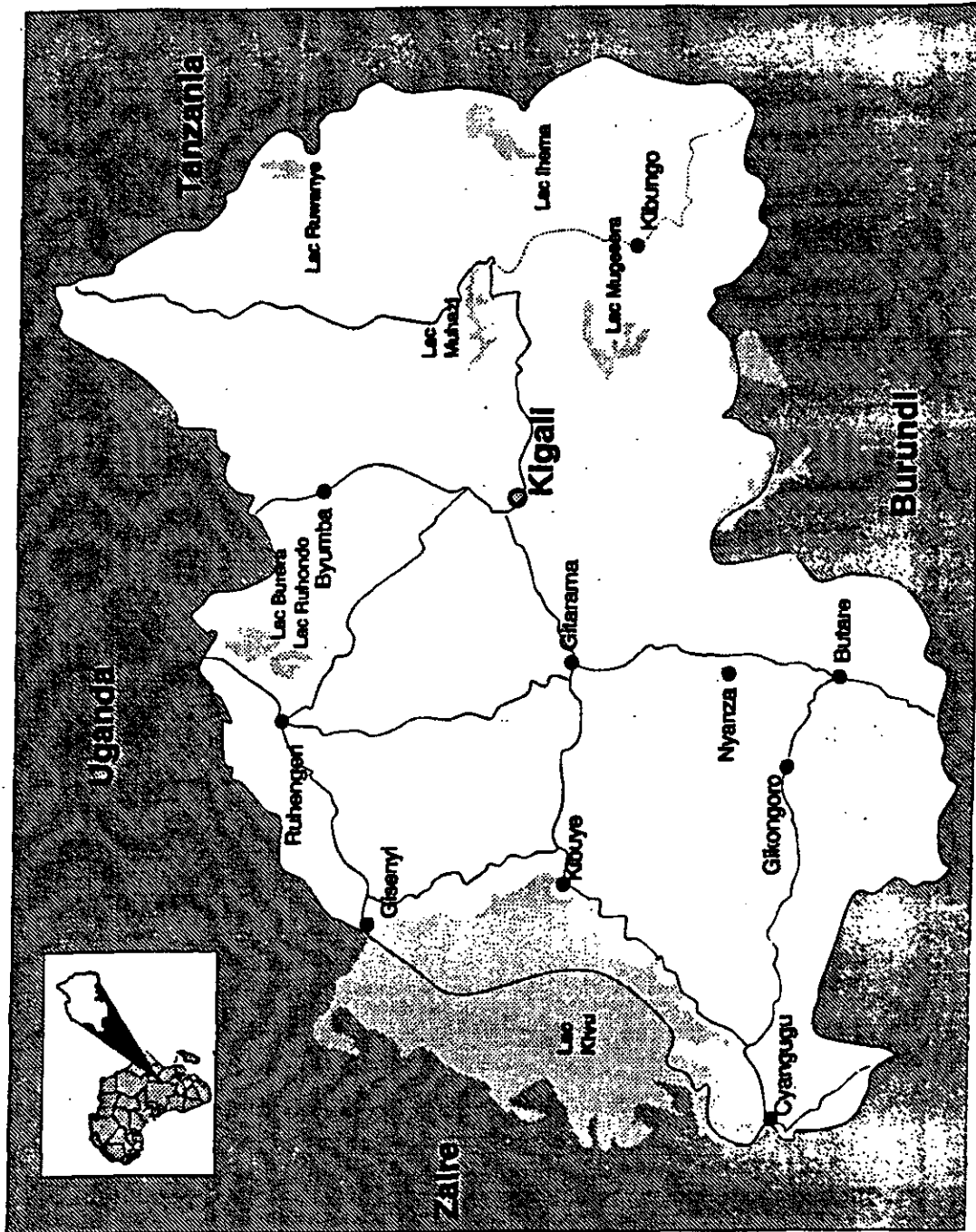
*Figures based on FY 95 ABS Expenditures.

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